

SCHOOL LIFE

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AMONG THE CONTENTS

- Gifts From India* 5
... the recipients, children in 6 U.S. cities
- Textbooks in the USA* 6
... highlights from report to Geneva
- NDEA* 9
... the supplemental appropriation
- Kindergartens* 10
... from many quarters, a new surge of support
- Occupational Safety* 12
... a national plan to develop safety consciousness



May 1959

Whom then do I call EDUCATED

First, those who control circumstances instead of being mastered by them;

Those who meet all occasions manfully and act in accordance with intelligent thinking;

Those who are honorable in all dealings, who treat good-naturedly persons and things that are disagreeable;

And furthermore those who hold their pleasures under control and are not overcome by misfortune;

Finally, those who are not spoiled by success.

ISOCRATES

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE . ARTHUR S. FLEMMING, *Secretary*
OFFICE OF EDUCATION LAWRENCE G. DERTHICK, *Commissioner*

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Brief

EDUCATION AND GOVERNMENT

Reports

World Refugee Year

TWO hands curving protectingly over a lone human figure are at the center of the United Nations emblem for the World Refugee Year, which now begins, in June 1959.

WRY has been launched because last December, 59 countries in the General Assembly of the United Nations voted for it. Already more than 20 countries have national WRY committees either working or forming. The U.S. committee, a broadly representative group (its board chairman is Francis B. Sayre, dean of the Washington Cathedral; its president, Harper Sibley, former president of the U.S. Chamber of Commerce), is well on its way. On March 26 it recommended to President Eisenhower that at least \$10 million beyond the present outlays for refugees be appropriated to mark this country's observance. To strengthen U.S. participation, the President called a White House conference in May.

The committee is planning a program that aims at reaching all Americans, through their civic and fraternal organizations, through their affiliations with industry, labor, religion, and education. It will make a special attempt to gain the participation of persons and groups not yet especially concerned with the problems and sorrows of people without a home.

Commissioner's Assistant Named

ON May 1 Commissioner Derthick named Donald F. Kline, executive secretary of the Nebraska State Education Association and editor of

the *Nebraska Education News*, as his special assistant. Dr. Kline succeeds Charles M. Holloway, now director of information for the College Entrance Examination Board in New York City. Mr. Holloway had joined the Office of Education staff in April 1957 from the National Education Association.

Cultural Center

THOUGH a continent lies between Berkeley, Calif., and Washington, D.C., citizens of both cities have a common interest in the national cultural center that will rise in the Nation's Capital in the next few years. One reason for this common interest is that the center will be *national*, belonging as much to the citizens of California, Alaska, Iowa, Georgia, and all the other States, as to the residents of the District of Columbia and its environs. Another is that the center will be built with money contributed by the public. The 85th Congress granted 9 acres of land near the Potomac River in the District for the center, but stipulated that funds for the building must come from the public.

The first donation from the public has come in, though the formal fundraising campaign has not yet begun. In April, Martha S. Clark of Berkeley, Calif., sent a check to Congressman Frank P. Thompson, Jr., of New Jersey, one of the sponsors of the bill granting the land. In turn, Congressman Thompson gave the check to Arthur S. Flemming, Secretary of Health, Education, and Welfare, who has passed it on to Daniel W. Bell,

treasurer of the board of trustees of the cultural center.

Secretary Flemming has praised Mrs. Clark for her fine example and has expressed the hope that citizens everywhere will follow suit and by their interest and generosity make the new center truly reflect the cultural achievements of our Nation.

The national cultural center will be part of the Smithsonian Institution.

Changes in Higher Education

LLOYD E. BLAUCH retires June 1 from the position of assistant U.S. Commissioner for Higher Education. Homer D. Babbidge, Jr., succeeds him.

Dr. Blauch will not be lost to the Office of Education, however. Although he has reached the age of mandatory retirement, Civil Service regulations permit him to continue to serve the Government as a consultant; and under that permission Commissioner of Education Derthick now appoints Dr. Blauch to the newly created post of specialist for graduate education, in which he will not only make studies and reports but act as consultant to colleges and universities and to the National Advisory Committee on Graduate Fellowships.

Thus Dr. Blauch extends into the beginning of a third decade his years of continuous service in the Office of Education. Actually, Dr. Blauch's first connection with the Office of Education was in 1919, under a temporary appointment as educational statistician. Since then the Office has known him as specialist in higher education, specialist for land-grant

colleges and universities, chief for education in the health professions, and, finally, as Assistant Commissioner for Higher Education.

Dr. Babbidge, the new Assistant Commissioner, is no newcomer to the Office of Education. Since last October he has been director of the Financial Aid Branch, administering those parts of the National Defense Education Act that involve institutions of higher education. From September 1955 to August 1956, on leave from Yale University, he was special assistant to the then Commissioner of Education Samuel M. Brownell.

Between these two tours of duty, Dr. Babbidge for a year was assistant to former Secretary of Health, Education, and Welfare Marion B. Folsom. At Yale University he was lecturer in American studies, director of the Division of Financial Aid, and executive fellow of Pierson College.

High School Graduates

SOON it will be an old story: "This year's high school graduating class is the largest in history." Certainly it is a story we have been able to tell without interruption for the past 5 years.

And 1958-59 is no exception. According to a projection made by the Reference, Estimates, and Projections Section of the Office of Education, this year's graduating class has a membership of 1,639,000—half a million more than 15 years ago. But if the estimates are right, it won't take 15 years to add another half million. We ought to be able to do that in 5 short years:

1959-60.....	1,803,000
1960-61.....	1,873,000
1961-62.....	1,880,000
1962-63.....	1,972,000
1963-64.....	2,309,000
1964-65.....	2,508,000
1965-66.....	2,542,000

These projections include all kinds of high schools, public and nonpublic, regular and nonregular (such as practice schools in teacher-training institutions and residential schools for exceptional children).

Survey in Africa

AFRICA is experiencing a boom in education: even in backward areas the natives are begging for "book medicine."

This is a fact certain to tower in a report now being completed in Washington. The report, centering on the countries south of the Sahara Desert and north of the Union of South Africa, is being prepared for the International Cooperation Administration under a contract between it and the National Academy of Science. (ICA is the agency that carries out the U.S. program of sharing knowledge and skills with underdeveloped countries, a program begun 10 years ago under the popular name "Point 4.")

Authors of the report are a team of experts—in medicine, agriculture, mineral resources, fisheries, and education—who, headed by J. G. Harrar, vice president of the Rockefeller Foundation, visited central Africa this spring with one purpose in mind: to find the best ways in which science and technology can be used to solve the problems barring African countries from the progress they desire.

Oliver Caldwell, the educator on the team and Assistant U.S. Commissioner for International Education, says the report will contain not only findings of fact but a series of recommendations to ICA. What those recommendations are of course will not be known until the academy releases the report, probably early this summer; but the recommendations Dr. Caldwell has submitted are based on his belief that Africa's two greatest needs are for skilled men and women and the facilities to train them. Some evidence of what Africa loses for lack of educational facilities, he says, is found in an example of what it achieves where facilities are available. Of the 480 young Africans in Kenya who recently took the Cambridge University examinations, all but 6 percent placed high enough to receive a Cambridge certificate, and

about half of them earned Cambridge Firsts.

For ICA and its technical missions in Africa, Dr. Caldwell has much commendation: "I found in them many Americans of the highest caliber." He speaks, for example, of Dr. Story, former dean of the graduate school at Memphis State University, who is deputy chief of the ICA education mission at Addis Ababa; and of the work being done at Dibre Birhan, also in Ethiopia, where ICA is helping to develop a training school for rural teachers. He is much impressed by the work of Samuel Adams in Nigeria.

Briefly, Dr. Caldwell sums up the situation: "Africans know that their chief problem is the education and training of its people, and already they are spending up to 40 percent of their national income on it. The Soviet Union knows it, too, and is attracting substantial numbers of Africans to itself. The very future of Africa depends on the spirit of the education its people receive."

Basic School Facts, 1956-57

THE Office of Education has just put out a brief report on public elementary and secondary school statistics for the school year 1956-57, a year not covered by the Biennial Survey of Education. *Statistics of State School Systems 1956-57*, circular No. 572, by Samuel Schloss and Carol J. Hobson, includes data on—

- Enrollment and attendance
- High school graduates
- Number of school districts
- Number of schools
- Instructional staff
- Current expenditures
- Capital outlay
- Interest

Most of the figures were gathered from published reports of State departments of education; the rest came directly from the departments in response to written requests.

The circular may be had on request, from the Publications Inquiry Unit, Office of Education, Washington 25, D.C.



The Very Finest AMBASSADORS

THIS fall, through the Share Your Birthday Foundation, schoolchildren in half a dozen cities of the United States will receive gifts from the children of India. These are "birthday" gifts with a difference; they are gifts which the children themselves received on their birthdays and which they have chosen to share with the children of another land. American children have more than once set aside some of their birthday presents for the foundation to send to children abroad, but this is the first time they have received gifts through the foundation.

Although distribution of most of the 3,000 gifts will not be made until fall, the first shipment arrived in Washington, D.C., last month. In a brief and simple ceremony in the office of the Commissioner of Education on April 14, the children of India officially gave their gifts to the children of the United States and our children officially accepted them. Shama Vohra, a 12-year-old schoolgirl from Bombay who is now residing in Washington, was chosen to speak for the children of India by India's Ambassador to the United States, the Honorable M. C. Chalgá. A Washington schoolboy, John Kraemer, chosen by Commissioner Derthick, accepted the gifts from Shama.

Standing beside the children during the ceremony were Ambassador Chalgá, Commissioner Derthick, and Mrs. Ira Heller, a Philadelphia housewife, founder of the Share Your Birthday Foundation. Ambassador Chalgá said of the exchange of gifts, "Children make the very finest

Friendship between two flags: L. G. Derthick, U.S. Commissioner of Education, and John Kraemer, Washington schoolboy, accept the first of 3,000 gifts from the children of India presented by Shama Vohra, schoolgirl from Bombay, and M. C. Chalgá, India's Ambassador to the United States, while Mrs. Ira Heller, founder of the Share Your Birthday Foundation, looks on.

ambassadors. They are friendly, they have no tensions, and they know no politics." Commissioner Derthick, too, expressed his belief that the exchange would promote friendship between the two nations. Mrs. Heller, standing fittingly in the center of the group, was perhaps the happiest person of all. In the two-way flow of gifts she sees a strong movement for peace. People who exchange gifts when they are children are less likely to exchange bombs and bullets when they are grown.

This aspect of the exchange brought officials of the Federal Government and of private organizations to the ceremony. Attending from the U.S. Information Agency were Conger Reynolds, Director; John Begg, Deputy Director; and Leo Disher, program executive of the Office of Private Cooperation. USIA also sent Helen Semmerling, program officer for India. The Department of State was represented by Stewart G. Anderson, senior officer for the Near and Far East; Richard M. Hughes, area program officer for the Near East and South Asia; and Benjamin Fleck, officer in charge of the India desk. Paul E. Smith represented the National Education Association. Carl F. Hansen, superintendent of schools for the District of Columbia, and Margaret Pepper, his executive assistant, were present, as was Theodore H. Reed, curator of the National Zoological Park. Completing the company were Thomas Burrowes and George J. Kelly, two directors of the Share Your Birthday Foundation.

The gifts will be distributed to the selected cities—Philadelphia, Allentown, Washington, Kansas City, Los Angeles, and a city of the South yet to be named—by the National Education Association. In each city, the superintendent of schools will decide how many gifts his students should receive. Gifts for children in Washington will come from the children of Delhi, capital of India.

To American eyes, many of the gifts will be exotic—ivory toys, peacock feathers, handicraft, Indian games, and silver India coins. Besides the unusual gifts, schoolchildren in the six cities can expect an even greater treat. A 10-year-old girl from Bombay, Firoza Irani, chosen from hundreds of applicants, will accompany the gifts as a "child ambassador." (Since Firoza speaks fluent English, she can answer the questions of American children about her country.) And with her will travel a baby elephant, a gift to all the children of America. When Firoza's trip is over, the elephant will be given to the National Zoological Park in Washington, D.C.

U.S. report for this year's Geneva conference

TEXTBOOKS FOR THE ELEMENTARY SCHOOL

Production • Selection • Utilization

By HELEN K. MACKINTOSH and FREDRIKA M. TANDLER

THE composition, selection, and utilization of elementary school textbooks—this will be one of the two main subjects for discussion at the 22d International Conference on Public Education when it meets this summer in Geneva, Switzerland, July 6 to 15. (The other subject will be *Measures to promote greater numbers of qualified scientific and technical staff.*)

The conference will bring together information on elementary school textbooks from all parts of the world: some 70 countries are expected to report. The U.S. report, prepared from replies to a questionnaire, has been written by an Office of Education committee of specialists in elementary education and international educational relations, with the assistance of consultants from the Association for Childhood Education International, the Department of Kindergarten-Primary Education and the Association for Supervision and Curriculum Development of the National Education Association, and the American Textbook Publishers Institute. We give here some highlights from that report.

Production

Some 90 percent of the educational materials used in U.S. school and college classrooms are commercially produced by individual publishers, a fact that surprises educators abroad,

Dr. Mackintosh is chief of the Elementary Schools Section and Dr. Tandler is international organizations specialist, Office of Education.

THE annual international Conference on Public Education is jointly sponsored by UNESCO and the International Bureau of Education. The United States has sent representatives to these meetings for many years but has been a member of IBE only since last July.

Each year the Conference draws up recommendations on the special topics it has studied and makes them available to conference participants and to national ministries of education. Copies, in limited number, are also available on request from IBE. In the United States, information about the conference and the recommendations appears shortly after the conference in professional journals.

many of whom are accustomed to "official" textbooks issued by a national ministry of education or other education authority. They immediately ask how we establish criteria and how we achieve cooperation among publishers and between publishers and educators.

A unique feature of our system is the American Textbook Publishers Institute, founded in 1943, which has an interesting role in the production of textbooks. Its members—about 30—produce a large majority of our school and college textbooks, reference books, test materials, and workbooks. They also publish a large number of the other books used in our schools but not properly called texts.

Institute activities, carried on to a large extent through committees, include the promotion of measures to improve practices within the industry, increase cooperation between educators and educational publishers, give citizens an understanding of the role of textbooks, and increase financial support of the schools. This organization helps school authorities prepare budgets by furnishing facts on educational costs and current price trends and on budgeting procedures.

In no way does the institute regulate prices, dictate policies of member companies, or eliminate competition among them.

Of course many of the professional organizations of educators, concerned chiefly with quality, have much to do with the producing of textbooks. Among those most closely involved are the National Education Association and its various departments and such other professional organizations as the Association for Childhood Education International, the National Council of Teachers of English, and the Modern Language Association. These organizations work through their committees and staff to collaborate with educational publishers, school administrators, classroom teachers, and scholars to secure more plentiful and effective classroom materials. Subject-field organizations sometimes, though rarely, undertake the actual preparation of textbooks; they do so particularly in instances where the need is great but the market so limited that commercial publishers will not risk capital for it. Such texts may be experimental and may be financed,

at least in part, by a grant from a philanthropic foundation.

The production of a textbook, which the publisher frequently conceives of as one in a series, usually involves a number of persons even though only one or two names may appear on the title page. For many books these persons constitute a team: an editor, a subject expert, a reading specialist, and one or more classroom teachers, together with artists, technicians, and professional critics.

Regulations for the preparation and publication of textbooks vary from State to State and from community to community. Some school systems make it policy not to use books written by members of their staff. This policy, however, does not prevent the staff from writing; and their books may be widely adopted for use in schools of other areas. Some systems, on the other hand, encourage their teachers and other staff members to write textbooks for local use. In all cases, publication is by commercial publishers, who, because of the financial risk involved, will accept only those manuscripts that show promise of wide acceptance in schools across the country.

One or two States buy or rent plates from publishers and then print their own textbooks. State or local school authorities may prepare a special text dealing with the the State or a community and have it published locally.

Since the average life of a textbook is generally 5 years, States do not usually adopt a textbook whose copyright date shows it to be older than that. Events move so fast in most fields that revision is required at even more frequent intervals and in some fields goes on continually.

Most textbooks in this country are published in English, the language of instruction in the public schools. However, in a few communities where Spanish, French, or an American Indian language is predominantly or commonly spoken, some books in these languages have been produced for use in the schools. The Federal Bureau of Indian Affairs, for example,

has published readers in several Indian languages, but now finds that both Indian children and their parents prefer instruction to be given in English. For Indian boys and girls entering school at a late age, say at 12 to 15 years, easy materials in their native language, based on familiar tribal stories, serve as a helpful introduction to formal instruction.

In Puerto Rico, where Spanish is the language of instruction in the schools, elementary school textbooks are published in that language, either by Puerto Rican publishers or by publishers in the continental United States. English is taught in the public schools informally in the early elementary grades and with increasing formality and intensiveness at successive grade levels. Textbooks for the study of English have been prepared in Puerto Rico and are published commercially on the mainland.

The constitutional decentralization of education and the free enterprise system of textbook publication and distribution in the United States inhibit the Federal Government both from entering into international agreements on the preparation of textbooks (such as the 1933 Inter-American Convention on the Teaching of History) and from regulating the content of textbooks. Nevertheless the U.S. National Commission for UNESCO, the Federal Office of Education, and other agencies have encouraged groups and individuals to work for the improvement of school materials on other countries.

The publishers of textbooks in the United States and their authors and editors have the major responsibility for preventing the publication of materials harmful to international, racial, social, or religious understanding. These publishers, authors, and editors maintain close contact with school people and with national and international organizations working to promote international understanding, and are making an effort to reflect, in the content and tone of instructional materials, the best thinking of these persons and groups. Textbook treatment of other nations and

cultures has improved in recent years as cultural exchanges, especially those involving publishers and educators, have increased between the United States and other countries. Comparison of earlier textbooks with those of today reveals how great the progress has been.

An effort is under way in the United States to produce instructional materials on Asia and other parts of the world hitherto inadequately treated. UNESCO has had a part in stimulating this effort; so have educators, publishers, and other groups, working together.

The Canada-United States Committee on Education, organized in 1944 by the American Council on Education (USA), the Canadian Teachers' Federation, and the National Conference of Canadian Universities, lists among its major publications a study of national history textbooks with respect to the way each country is treated in the other's books. A continuing activity of the committee has been to study what is taught and what attitudes students in each country have about the other country.

During the first decade after World War II a number of U.S. scholars and educators—chiefly through the Pan-American Institute of Geography and History and the National Council for Social Studies—joined scholars and educators from Mexico, the United Kingdom, and Germany to study the content of history textbooks. The results of their studies were made available to publishers and authors in the United States.

In order to be able to meet the changing needs of the schools, publishers keep in touch with leaders of educational organizations and with State and local school authorities. They follow closely the professional publications in education. They study curriculum materials for current content and developing trends. Their field representatives, about 1,800 in number, many of them former teachers, cover the United States in visits to school systems and participate in all types of educational meetings. Textbook publishers, more-

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over, make available specially trained educational consultants to assist teachers in the use of texts. Schools, on their part, may request publishers to bring out texts suited to their programs.

New knowledge about education and how children grow and develop has resulted in textbooks with more suitable content and more attractive appearance. Publishers have applied improved techniques of printing, layout, and color reproduction. Each textbook is designed for the particular vocabulary and comprehension level of a particular age group, and is suited to its need, abilities, and experiences.

Textbook authors usually try out their materials before putting them in final form. Some make their manuscripts available to a number of schools for testing for suitability and effectiveness. Others ask experienced teachers in education courses to comment on manuscripts. Many send their manuscripts to a number of experts for suggestions. It is this combination of editorial assistance from experts, suggestions from teacher education classes, and tryouts with pupils that checks the material before it is finally printed.

Selection

There is no nationally prescribed official list of textbooks. Legal authority to select textbooks may rest with a State or county textbook commission; with a State, county, or local board of education; or with some combination of these. Various combinations of teachers, administrators, and citizens serve on local committees to choose school textbooks. Before they recommend books to the board for final selection, these committees usually consult with publishers' representatives to find out what texts are available in each subject, and then analyze the merit of individual texts in relation to the goals and programs of their schools.

Just as there is variety in the way textbooks are selected, so there is variety in the way they are paid for. In some States the State government

purchases and pays for all the textbooks used in the public schools. In other States funds are provided jointly by the State and the local school districts, or by the local school district alone. At present, elementary school textbooks are furnished free of charge in 36 States and the District of Columbia, and in all States textbooks are free to indigent children. It is estimated that less than half the elementary school pupils in the United States are required to buy or rent textbooks. Books provided free of charge do not become the property of the children but are merely loaned to them for the time they need them.

Utilization

Textbooks are used in all classrooms. Generally speaking, each child has his own textbook in each of the basic fields of study in the public elementary school. Seldom, however, are pupils restricted to the use of a single text in a given subject matter area, for schools frequently provide and teachers encourage the use of supplementary books. Good teaching practice places less and less emphasis on recitation from a textbook. Instead, it uses textbooks as sources of information for discussion and problem solving.

Reference books and collections of other books are available to pupils in many classrooms. A report in *School Life* in January 1958 stated that 104,365 schools have library services, that 24 percent of these, or 24,908 schools, have centralized libraries (figures are not available for elementary schools separately). Many elementary schools have libraries of their own, with encyclopedias, books other than texts, magazines, maps and charts, films of all types, recordings, pictures, and other audiovisual aids. In addition, more and more classrooms are containing libraries, made up of materials drawn from the school library or loaned by friends of the school. Bookmobiles, maintained under the Federal Library Services Act of 1956, carry books and other reading material to schools in

rural areas. School libraries are usually provided by the board of education, by the board and the public library jointly, or by the public library alone. In any case they may be supplemented by donations from individuals or community groups.

Most elementary school textbooks, especially those in reading, are accompanied by a teacher's book or manual. Although these manuals are helpful guides, especially to new teachers, teachers are encouraged not to rely too heavily on them but to develop effective techniques and methods of their own. Teachers also get much help from courses of study, curriculum guides, and the publications of professional organizations.

Although textbooks constitute the principal teaching aid in elementary schools of the United States, the use of a variety of supplementary materials is virtually universal. Textbooks themselves, particularly in science and social studies, are designed to stimulate the use of audiovisual materials—films, filmstrips, recordings, charts, maps, and globes—which are part of school equipment or available from a central source. Teachers and students are also prompted to collect realia related to classroom work. Books other than texts, children's magazines, art objects, museum specimens, and equipment, such as animal cages, aquariums, and terrariums, are widely accepted as means of developing interests aroused by textbooks and other avenues of learning.

In a growing number of schools, teacher-training institutions, and the Federal Office of Education, educational materials centers are being established to provide a place where materials of all kinds can be collected, evaluated, and made available for classroom use. A materials center in an elementary school may have originated with the combining of books from the library and from the teachers' professional libraries, together with audiovisual equipment and the school's various picture and curriculum record files and realia collections. It may become the heart of the

school, the resource center and workshop of supervisors, teachers, and students, where curriculum and materials are constantly being developed on an action research basis. It may draw, in turn, on a larger center with hundreds of textbooks, a wider range of professional materials, a film library, reference materials, and a staff for locating materials and stimulating the preparation of teaching aids.

The Educational Materials Laboratory of the U.S. Office of Education comprises over 10,000 items representative of the teaching aids in current use in the elementary and secondary schools and teachers colleges. The largest section of the collection is made up of elementary and secondary school textbooks, manuals, and workbooks, selected for the most part by the publishers themselves and contributed under an arrangement between the American Textbook Publishers Institute and the Office of Education. The Department of State and the International Cooperation Administration also contribute to the support of the Laboratory so that it may serve the hundreds of educators from other countries who visit the United States each year.

The Laboratory staff seeks to interpret American education through materials and to furnish information and stimulation both to educators in the United States and to foreign educators who request services for their projects in the development of curriculums and materials. In addition to the textbooks, the Laboratory also has representative and recent professional books on education; books for children and young people; curriculum materials; journals, yearbooks, and pamphlets of professional organizations in education; samples of free or inexpensive materials—particularly materials on other countries; and reference and research tools such as booklists, catalogs, and audiovisual indexes.

The Educational Materials Laboratory has a special function in the United States in the improvement of teaching about other countries. Thousands of teachers, librarians, and stu-

dents who write to the Office each year for materials on other countries are supplied with selected annotated lists of materials (other than textbooks) which they may obtain for school use. These lists are compiled by the Laboratory staff, who are always searching out free and inexpensive pamphlets distributed by foreign government missions, background books, articles, and audiovisual aids that may serve to enrich the social

studies program and expand the information in basic textbooks.

The objective of all educational materials centers as they collect, evaluate, and utilize materials—written, graphic, and plastic—is to make possible the maximum amount of learning in a given situation. The effectiveness of any textbook is heightened by the use of a wide variety of supporting materials of the sort such centers can provide.

National Defense Education Act

The Supplemental Appropriation, 1958-59

PROGRAMS under the National Defense Education Act now have the wherewithal to continue further along the lines on which they have begun. On May 20, 1959, President Eisenhower signed a bill appropriating \$75.3 million in Federal funds for 1958-59—a supplement to the \$40 million appropriated for those programs last September 2, when the act was passed.

The additional funds mean more college students this year, both graduate and undergraduate; better equipment and better teaching in the local schools; more people studying more languages; more guidance programs; and more meaning out of statistical data. In program after program the new funds are adding up to a general advancement in both quantity and quality, but in five particularly the immediate results can be measured in rather specific terms.

For loans to college students the new appropriation provides \$25 million. A small part of it—\$500,000—is being held in the Office of Education as a loan fund for those educational institutions unable to get elsewhere the \$1 they are required to contribute for every \$9 they receive from the Government; but all the rest already has been distributed among 1,201 institutions of higher learning—the same ones, minus a few, that shared in the \$6 million appropriated last fall. Counting the institutional funds that augment it, the supplement is enough to lend as much as \$1,000 a year (the maximum permitted by the act) to nearly 30,000 students; but since the average loan thus far has been for much less than \$1,000—scarcely \$400, in fact—additional funds probably will meet the needs of a great many more.

(Continued on p. 15.)

A Nation's Concern for KINDER

By HAZEL F. GABBARD

IT'S rare to find an educational organization nowadays that isn't pushing for a downward extension of the public school system. And back of the organizations, of course, are the parents, who grow every day more aware that even very young children can benefit from organized educational experiences—in their habits of health and safety, in their social skills, in their feelings of self-confidence and security, and in their readiness for school before they begin the more advanced activities of the first grade. In fact, public opinion seems to be swinging sturdily behind the idea that the kindergarten—if indeed not the nursery school—should be available to every child.

Signs of the trends are everywhere. Some began to appear years ago; some are more newly on the scene.

Office of Education records show that all but eight States are reporting kindergartens in their public schools. The Census Bureau's latest tally, for 1958-59, found that nearly one-half of the Nation's 3.8 million 5-year-olds are in kindergarten—a great change since 1947, when only one-fourth were there. Much of the increase is taking place in small cities and towns, even in rural areas; and we have now come far indeed from the day when kindergartens were available to only a few in the large cities.

State legislatures as long ago as 1879 began to enact laws permitting local school authorities to establish kindergartens, but the strongest wave of popular demand for these programs has come since 1940. Today all but one of the States have legislation to permit local districts to establish kindergartens. Twenty-two States

have gone even further, by providing State funds for the support of kindergartens; and three States—California, Nebraska, and New York—permit only children who have had a year of kindergarten to enter the first grade before they are 6. Nine States ask every private school for young children to meet standards set by the State department of education; and 10 more provide for accreditation on a voluntary basis, that is, provide a stamp of approval for private schools that can meet the State standards.

Here and there we find State education departments adding to their staff a specialist in early childhood education, thus showing their recognition of the fact that programs for small children need specially qualified personnel to give supervision. Among the first to do so were New York, New Jersey, and Pennsylvania. Today 32 States provide supervision for either nursery schools or kindergartens or both, and work not only with the public schools but with private schools as well, providing leadership in community efforts to make early childhood education a highly productive part of the whole educational process.

Awareness of the advantages of school for the 5-year-old, even for the 4-year-old, is expressing itself in many ways—in public demand, in legislative support, and in the programs and platforms of national organizations.

In the United States, local education moves forward only upon the will of the people, and there's no explaining the sturdy forward march of nursery schools and kindergartens in this country except as the people's reaction to a highly convincing thing—the evidence accumulated by research that



the first years of a child's life are a time of almost awesome opportunity for development.

Thus the kindergarten apparently is well on its way, already quick and steady on its feet. But this year the efforts to hasten its progress seem particularly aggressive, particularly unanimous, so much so that they are a subject for discussion wherever educators and parents meet.

For example, the four organizations that sponsor American Education Week—the American Legion, the National Congress of Parents and Teachers, the National Education Association, and the Office of Education—will be focusing unusual attention this fall on early childhood education and will ask parents and other patrons of the schools to examine carefully the goals, programs, and achievements of nursery schools and kindergartens.

And this is only part of the new surge of support. As I said in the beginning, there is an impressive list of educational organizations—lay and

Miss Gabbard is Office of Education specialist for extended school services and parent education.



professional—that are pushing for school at an earlier age than six. They're not all pushing in the same manner but they're all pushing in the same direction—a fact immediately obvious in the following list of activities, programs, publications, and recommendations of some of the principal national organizations concerned with the education of children.

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS, at its Atlantic City convention in February, made kindergartens the subject of one of its resolutions—No. 21:

In view of the need for constantly improving the quality of public education at every point, the association reaffirms its belief that the kindergarten level is an essential and integral part of the community's educational program.

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN plans to speak up for kindergartens and nursery schools in its legislative program for 1959-61. Already published, in the March issue of the Association's *Journal*, is the tentative legislative program as it will be presented at the June 1959 convention, and it calls for "A sound program in education for children under six."

ASSOCIATION FOR CHILDHOOD EDUCATION INTERNATIONAL has put schools for "under 6's" on its plan of action for 1959-61. It has done so on the urging of its members, who have judged the need for such schools one of the most pressing in education today. It makes these suggestions to its members:

1. Find out the legal status of kindergartens, nursery schools, and group care centers in your communities and States.
2. Find out what are the objectives of schools for children under 6 and what research has to say on the value of such schools.
3. Survey your communities to determine how they stand and what they need in the way of kindergartens, nursery schools, and group care centers.
4. Cooperate with other organizations in bringing the needs accurately before the public. Work for legislation that will help to meet the needs.
5. Work with staffs of universities and colleges to get an adequate program for preparing teachers of young children.

ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT at its annual meeting in Cincinnati, Ohio, March 1959, passed a resolution favoring kindergarten programs:

Whereas many pre-school-age children benefit from organized education experiences; and whereas less than half of the Nation's 5-year-olds are now enrolled in public kindergarten; and whereas many of the programs being established are inadequate, therefore be it resolved that the Association for Supervision and Curriculum Development favor the establishment of public school kindergarten programs which meet high standards of space, time, and teacher-load and utilize educational materials appropriate to the child's developmental stage.

COUNCIL OF CHIEF STATE SCHOOL OFFICERS has before it a recommendation from the Planning Committee of its Study Commission, that it sponsor a study on the responsibilities and services of State departments of education for schools for children under 6. This recommendation was made by the committee at its latest annual workshop in Salt Lake City, December 1958.

DEPARTMENT OF ELEMENTARY SCHOOL PRINCIPALS, NATIONAL EDUCATION ASSOCIATION, has chosen early elementary education as the focus of its 1960 yearbook. It plans to review developments in education for young children as well as present current thinking and the essentials of good programs for this age level.

NATIONAL ASSOCIATION FOR NURSERY EDUCATION has joined the Association for Childhood Education in publishing a promotion flier for wide distribution called *How Are the 5's Faring in Your Town?* Pointing out the thirst of the 5-year-old to learn many things, the associations remind citizens that they can help in two ways: If your schools do not have kindergartens, start them; if your schools have kindergartens, improve them.

NATIONAL CITIZENS COMMISSION FOR BETTER SCHOOLS, in its organ *Better Schools*, has featured a full-page story on kindergartens and the role they play in a child's early education. The commission points out that while some communities may have little space to incorporate these programs in their system at present, if they do not work to obtain these programs now, when school space and teachers are available, nothing will be ready next fall.

NATIONAL CONGRESS OF PARENTS AND TEACHERS, now enlisting the efforts of its 11 million members, suggests through its program activities that State and local branches call for the support of citizens in the community to provide properly staffed and equipped nursery schools and kindergartens and the cooperation of school officials and others to extend public education for the preschool child.

NATIONAL COUNCIL OF STATE CONSULTANTS IN ELEMENTARY EDUCATION is planning to revise for the second time its bulletin on programs for children under 6. Its *Programs for Children Below Six*, published in 1948, was revised and published again in 1955, as *Education for Children Below Six*; and now demand has again exhausted the supply.

NATIONAL EDUCATION ASSOCIATION, through its Department of Kindergarten-Primary Education, has just published a leaflet *Why Kindergarten?* to give the parents of small fry some answers to two questions: What do children get out of it? Why do experts recommend it? The leaflet is planned to be particularly useful in connection with the observance of American Education Week this fall, which will put special emphasis on early education.

NATIONAL KINDERGARTEN ASSOCIATION recently celebrated its 50th anniversary in New York City, April 16, 1959, with an exhibition of paintings made by 5-year-old children across the Nation. In highlighting the creative ability of these children, the association also called attention to the

need for kindergartens to be established in every elementary school in the Nation.

Many of these actions have resulted from the 1950 White House Conference on Children and Youth. Recommendations 19 and 37 of that Conference concerned early childhood education:

As a desirable supplement to home life, nursery schools and kindergartens, pro-

vided they meet high professional standards, should be included as a part of public educational opportunity for children.

Appropriate public bodies should establish minimum standards for licensing or authorization with respect to plant, program, and staff for all child-care and pre-school groups.

Almost a whole decade has passed since these two recommendations

were written. Now, as we look forward to the 1960 White House Conference on Children and Youth, it is important that we chart further progress for the education of our young children. One of the best-advised courses we can follow is to extend our educational programs downward, to include more of our preschool population—children under the age of six.

Using School Shops to Develop SAFETY CONSCIOUSNESS in Tomorrow's Workers

A national plan unfolds

From an interview with HOWARD K. HOGAN

EVERY time there has been a President's Conference on Occupational Safety (there have been six in the past 10 years, and a seventh is scheduled for 1960), educators have had a part in it. This is only reasonable: it has become axiomatic in our society that safety is a way of life, and that if you want a person to walk undeviatingly in that way, you teach him from childhood to do it. Every employer knows that unless he can hire workers with safety habits already installed, he will have an expensive training job on his hands—and lots of trouble.

Good Reason

When it comes to safety education, there's at least one thing we agree on, educators and laymen alike: We can't afford to relax. Safety is never finished business; and if the day ever comes when we think it is, we'll be laying ourselves wide open to accidents. We need constant reminders

to be alert and persistent—that's one of the purposes of safety conferences—and we need them for at least three good reasons.

1. Habit comes slowly . . .

The first reason is this: Getting safety into the consciousness and reflexes of a worker takes a long time and patient effort. The earlier we begin and the longer we keep at it, the

Mr. Hogan is consultant in employer-employee relations, Trade and Industrial Education Branch, Division of Vocational Education, Office of Education. His was the responsibility for organizing and coordinating the most recent conference he discusses here—the Office of Education's conference, held this spring, on the school's contribution to occupational safety through shop programs. In this task he was assisted by William A. Williams, professor of industrial education at The Pennsylvania State University, who was a special consultant to the Office from mid-February to mid-May.

greater our success will be. The plain truth is that we teach occupational safety only by strenuously and always making it a part of the way a student works, so that every time he lights a gas appliance or discards an oily rag, every time he reaches for a control switch or lifts a heavy load, every time he approaches a hazardous machine, or mixes chemicals, or wields a hand tool, or climbs a ladder, he automatically checks himself with this question: *Am I doing this the safe way?*

2. The world changes . . .

Another reason is that our workaday world is constantly changing. Each day brings us new devices with built-in threats and asks us what we're going to do about them. Power tools have given us dozens of new and terrible ways of maiming our bodies. Ventilating systems, introduced to remove hazards, have themselves be-

come hazards when left to function without maintenance and inspection. In short, safety education changes with the times, and the people responsible for its quality need to see the hazards coming long before they arrive.

3. Our performance lags . . .

A third reason for our need to be repeatedly encouraged rises out of our human frailty: we don't live up to the best we know. We who are responsible for safety education in our school shops have to admit we aren't nearly as safety-education-conscious as we know how to be.

To illustrate: Among the recommendations made by the first President's Conference on Occupational Safety, back in 1949, were a number that pointed at the responsibilities of the schools. Educators helped to write these recommendations; educators call them wise. But every President's Conference since then has found it necessary to repeat them. Why? Because they are good and can bear repetition? Chiefly, yes. But partly, too, because school after school, community after community, and State after State have fallen short in the job of acting on them.

The first Conference, for instance, recommended regular and frequent inspections of school shops; and shortly thereafter, to help bring these about, the National Safety Council and the American Vocational Association jointly worked out a standard inspection checklist, which is still called the best available instrument for that purpose. Yet to this day many schools have not used this or any other list to insure systematic shop inspections.

The 1949 Conference also recommended standard forms for reporting student accidents. Forms are now available from the National Safety Council, but a dismayingly large number of schools still cannot be bothered with that sort of thing and so cause great gaps in the information we're trying to gather. Also recommended by that Conference were statewide and

local committees on school shop safety, the naming of one person in each State department of education to be responsible for school shop safety, and the use of students as shop safety "engineers" and as members of safety committees. But although the word about these recommendations has been spread far and wide, no wide-scale action we know of has yet been taken as a result.

The Positive Side

It's only fair, of course, to point out that many of the 1949 recommendations to education have been enthusiastically carried out in many quarters. On safe installations of machinery, for instance, there's considerable progress. The joint safety committee of the National Safety Council and the American Industrial Arts Association is well into the job of working out standards for the guarding of machines in school shops. Several communities blessed with the presence of a chapter of the American Society of Safety Engineers are benefiting from the professional competence in their midst; many of these chapters are co-operating with the schools in inspecting shops and otherwise setting safety standards.

Besides, instructional materials of all kinds are being produced on the safe use of machines and tools. The National Safety Council has developed the Safety Education Data Sheets, and several States as well as many local schools have prepared manuals. A number of teacher-training institutions are making safety a required part of their courses of study; and a large number of local inservice programs for teachers—workshops and conferences—are appearing on the scene. Substantial gains are being made by the joint safety committees of the National Safety Council, the American Vocational Association, and the American Industrial Arts Association; in addition to the accomplishments already mentioned here, their other activities include developing a series of school shop safety tests and making safety sessions a regular part

of State and national conventions of the AVA and the AIAA.

Looking to the Future

Thus there's a bright side and a dark side to the story of what we are doing to contribute to the safety our young people will enjoy when they go to work. But the dark side that shows today is frighteningly large. Unless we reduce its proportions, 1 out of every 100 boys and girls 14 to 19 years old now entering the labor force will die as the result of a work injury. Six will suffer a permanent impairment; 70 will have at least 1 disabling work injury. Only 23 will escape unscathed. In other words, under the present circumstances, we can promise only one-fifth of our young people an accident-free working life.

This dark side, with its concomitant cost in manpower and its toll in human suffering, is what prompted the latest President's Conference on Occupational Safety, held in March 1958, to make two recommendations for increasing the school's contribution:

. . . that appropriate State and national associations of educators promote and develop programs for safe school environment based upon the National Safety Council's School Shop Safety Inspection Check List and that they assist in implementing the recommendations of the 1949 President's Safety Conference. . . that State school officials develop realistic programs of school accident reporting and analysis.

. . . that national organizations and agencies, including the American Vocational Association, the National Education Association, the National Safety Council, the American Society of Safety Engineers, the U.S. Department of Labor, and the Office of Education, coordinate their efforts through a steering committee to develop a guide for the organization and implementation of effective school safety programs to be conducted through the cooperation of appropriate agencies at the local level.

The organizations named in the second recommendation have taken the charge seriously. Before the year was up—on December 2-3, 1958—their representatives, joined by members of the National School Boards Association, the American Industrial

Arts Association, and the National Association of Industrial Teacher Educators, met at a conference table in Washington, in sessions called by the Office of Education, discussing what course they should follow.

They made a recommendation to the U.S. Commissioner of Education. Call a national conference, they said, one that will concentrate entirely on the school's contribution to occupational safety; invite individuals and organizations with a strong interest in the subject and a real willingness to do something about it; and ask them to decide what needs to be done and how we're going to do it.

Then, as a kind of bequest to the conference they had asked for, they composed a five-point statement of their basic principles for school shop safety programs:

1. Safety education is an integral part of the whole education program rather than a separate entity. Therefore safety is an appropriate and functional part of instruction and learning on a continuing basis.

2. "Safety" may be thought of as relating to the physical aspects of the school environment, and "safety education" as relating to teaching and learning. Both must be taken into account in programs of educating for safe living.

3. The concept represented in the timeworn slogan "Safety first" has little practical value in education. Students are seeking to develop competence for money earning, for pleasure, or for other reasons important to them. In this light, safety is not the first but a necessary facet of competence in any activity involving hazards.

4. Since one objective of a school program is to develop each student's capabilities to the highest degree, situations should be avoided that build up or glorify star performers or winners at the expense of the rest of the students. In educating for safe living, our goal is to make everyone a consistent winner.

5. Although the positive approach is generally preferred in safety education, a negative approach, such as studying the causes of an accident and analyzing its results, can be effective in developing student insights into safe behavior. But a negative approach used solely to scare students into being safe rarely succeeds.

The conference was quick in coming. April 16-18 brought together 76 persons—about half of them professional educators—representing 21 States and 42 organizations and agen-

cies. Together they came up with a plan that has logic, efficiency, and vigor to recommend it.

The heart of it is this: that the school and the occupational world join forces to step up the school's contribution to occupational safety. Its inspiration is the fact that virtually every school in the United States has access to the local headquarters of some organization—national, State, or otherwise—that has resources to offer for improving an educational program in vocational shop safety. There's the local fire marshal, for instance. There are the government officials responsible for enforcing building and sanitation codes, the safety engineers of local industries, the representatives of insurance companies, and highly skilled workers of all kinds—chemists, engineers, electricians, and machinists. Not only do these people know the safe way to work but many of them have behind them the educational resources of an entire national organization. They can offer such assistance as professional advice, technical information,

EDITOR'S NOTE: *The above article, which stays close to the central idea of the conference recently held by the Office of Education, perforce omits many of the matters considered there and made the subject of major recommendations. For instance, it touches only lightly the need for research, a subject that had the special concern of the conference because the current lack of information on many aspects of safety education is a serious deterrent to sound conclusions.*

A full report of the conference, however, will be published late this summer. This report, which will be presented to the Seventh President's Conference of Occupational Safety in 1960 as evidence of education's response to its responsibility, will include both the proceedings of the conference and a good deal of auxiliary information, such as a list of reference materials and the recommendations from the 1949 and 1953 President's Conferences, the National Standard School Shop Safety Check List, and the Standard Student Accident Report Form.

and audiovisual aids of all kinds; what is more, they can give moral support and set an example for public opinion. Representing, as they do, organizations and industries powerfully motivated for safety education, they are eager to serve the schools in any way the schools want to be served.

Though the plan is a "natural," it can hardly be expected to spring spontaneously into action overnight, just because a widely representative body has willed it. It needs a powerhouse of sorts, some central energizing source, some coordinating intelligence.

The conference thought of that, too. That is why it included among its recommendations to the Commissioner of Education a request for a national steering committee and a request for a permanent staff member in the Office of Education to give full time to safety education. The steering committee, which would be broadly representative, both geographically and functionally, would be responsible for putting the plan into action and keeping it there. For the Office of Education specialist, the conference visualized the task of providing leadership in many projects—for example, producing a textbook and audiovisual aids for use in teacher training, periodic publishing of bibliographies of instructional materials, maintaining liaison with the Atomic Energy Commission for developing instructional materials for school shops preparing students for atomic-energy occupations, and developing guidelines for authors and publishers creating school shop safety materials.

But the plan is not waiting for a coordinator. Already there are signs of action. The executive committee of the American Society of Safety Engineers, meeting in Chicago on May 18-19, has unanimously approved a recommendation that encourages its 70 local chapters to work closely with local schools to find ways of making the promotion of school shop safety education one of the chapter functions. This action was closely tied to the conference held in Washington the

month before: the ASSE representative at the conference had asked that a specific recommendation be sent to the executive committee meeting in Chicago, spelling out activities that might be undertaken; and this was the recommendation that was accepted.

Thus one national organization responds to the urgent need for better safety education in the school shop. The urgency is heightened these days by the increasing number of students coming into school shops to prepare for the technical jobs of tomorrow, (the latest enrollment figure is close

to 3½ million), as well as by the nature of the technical jobs themselves, which call for more precision, more concentration, and more sense of responsibility for fellow workers. Safety of the individual is more than ever a social need; and all of society must work to meet it.

Supplemental Appropriation (continued)

For fellowships to graduate students working toward a doctor's degree and a college teacher's career, the new appropriation gives \$4.5 million. The act authorizes 1,000 fellowships for the first fiscal year; but until the supplemental appropriation was made, only \$800,000 had been available, barely enough to support the 160 fellowships awarded last March. Now the additional funds have made it possible to award the other 840. The fellowships, awarded this year only to first-year graduate students, are for 3 years; 1,500 more are authorized for each of the next 3 years. Stipends for the first year are \$2,000; for the second, \$2,200; for the third, \$2,400. In addition, fellows receive \$400 a year for each dependent. They will study in either new or expanded graduate programs (279 programs this year, in 121 institutions of higher education) in a wide range of subject fields.

For centers to provide graduate study in certain urgently needed but rarely taught languages (especially Arabic, Chinese, Hindustani, Japanese, Portuguese, and Russian), the supplemental appropriation gives \$625,000, bringing the total for the year to \$1 million. Together, the two appropriations make possible the establishing of 20 centers this fall, for which the Federal Government will pay up to 50 percent of the costs. The Government also will pay stipends to persons doing advanced study in one of the critical languages, but only upon reasonable assurance that when they finish their studies they will be available to teach the chosen language in an institution of higher learning. The stipends will be given for either short-term or regular sessions and will range from about \$1,500 to \$3,500. The first 7 centers being announced by the Office will be held at the following institutions in the following languages: Princeton University (Arabic, Persian, Turkish), University of Pennsylvania (Hindi, Gujarati, Marathi), University of Washington (Chinese, Japanese, Tibetan), University of Wisconsin (Portuguese), University of Michigan (Russian), Howard University (Chinese, Korean, Tibetan), University of Chicago (Hindi, Bengali, Tamil).

For institutes to train teachers of modern foreign languages for elementary and secondary schools, the supplemental appropriation gives \$1.1 million. As a result,

the number of institutes financed by the Federal Government now rises from 4 to 16 (the first 4, all summer institutes, are being financed by the \$400,000 appropriated last fall). Of the 12 additions, 8 will be conducted this summer; 4, during the academic year beginning this fall. Participants preparing to teach in public schools may receive, for each week of the institute, a stipend of \$75 and an allowance of \$15 for each dependent; private school teachers are not eligible for stipends but may attend tuition free. How the institutes will vary is shown in the list below, where the initial letters of the languages—French, German, Spanish, and Russian—are either in lower case to indicate institutes serving elementary schools or in capitals to indicate those serving secondary. The figures show how many participants are planned for each institute.

SUMMER

COLGATE UNIVERSITY (FGS) 70
HOLLINS COLLEGE (FS) 80
LOUISIANA STATE UNIVERSITY
(Ff Ss) 80
SAN FRANCISCO STATE COLLEGE
(FS) 70
UNIVERSITY OF COLORADO
(FGS) 100
UNIVERSITY OF GEORGIA (FS)
60
UNIVERSITY OF MAINE (Ff SG)
100
UNIVERSITY OF MICHIGAN (Ff
Gg Ss R) 100
UNIVERSITY OF MISSOURI (FS)
70

UNIVERSITY OF SOUTH DAKOTA
(FGS) 40
UNIVERSITY OF TEXAS (FGSR)
80
UNIVERSITY OF WASHINGTON
(Ff G Ss R) 100

ACADEMIC YEAR

INDIANA UNIVERSITY (R) 20
UNIVERSITY OF MASSACHUSETTS
(F) 20
UNIVERSITY OF NEW MEXICO
(S) 20
WESTERN RESERVE UNIVERSITY
(modern foreign languages,
elementary) 35

To put the new communications media to better use in education, the supplemental funds add \$1 million to the \$500,000 already available. Thus the Commissioner of Education has been enabled to approve (1) 48 more grants to institutions and agencies for research and experimentation, and (2) 8 more contracts to aid in disseminating information about the media to schools and colleges. Previously, only 21 grants had been approved, and 6 contracts (SL, Jan.-Feb. and Apr.).

OFFICE OF EDUCATION PUBLICATIONS IN 1958-59

(For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.)

1958 Bulletins

1. RETENTION AND WITHDRAWAL OF COLLEGE STUDENTS, 65¢.
2. STATISTICS OF LAND-GRANT COLLEGES AND UNIVERSITIES, YEAR ENDED JUNE 30, 1956, 50¢.
3. EDUCATING CHILDREN IN GRADES FOUR, FIVE, AND SIX, \$1.
4. ANALYSIS OF RESEARCH IN THE TEACHING OF MATHEMATICS, 1953, AND 1956, 25¢.
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